

PROPOSED GORE DISTRICT PLAN SECTION 32 REPORT

OPEN SPACE ZONES



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Glossary of Terms

Resource Management Act 1991	RMA or 'the Act'
Gore District Council	GDC or 'the Council'
Operative District Plan	ODP
Proposed District Plan	PDP
Draft District Plan	DDP
Southland Regional Policy Statement	RPS
National Planning Standards 2019	PS
Southland Regional Policy Statement 2017	RPS
National Policy Statements	NPS
National Policy Statement for Urban Development	NPS-UD
National Policy Statement for Highly Productive Land	NPS-HPL
National Policy Statement for Freshwater Management	NPS-FM
<i>National Policy Statement on Renewable Energy Generation 2011</i>	<i>NPS-REG</i>
National Environmental Standards	NES
National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health	NES-CS
National Environmental Standard for Freshwater 2020	NES-F
Department of Conservation	DoC
Crime Prevention Through Environmental Design	CPTED
Permitted Activity	PA
Controlled Activity	CA
Restricted Discretionary Activity	RDA
Discretionary Activity	DA
Non-complying Activity	NCA
Hectares	Ha
Southland District Plan	SDP
Clutha District Plan	CDP
Proposed Selwyn District Plan	PSDP
Proposed New Plymouth District Plan	PNPDP

1. Executive Summary

Section 32 of the Resource Management Act 1991 ('the Act' or 'the RMA') requires objectives in plan change proposals to be examined for their appropriateness in achieving the purpose of the Act, and the policies and methods of those proposals to be examined for their costs, benefits, efficiency, effectiveness and risk in achieving the objectives. The analysis set out in this report is to fulfil the obligations of the Council under s32 of the Act.

This section 32 evaluation report relates to the evaluation of options for the management of open and recreational spaces in the district.

Under the Operative District Plan¹ (ODP), open space areas take on the zoning of the neighbouring land. There are no open space zones.

The ODP management of small open space areas such as playgrounds, which are vested as a reserve and adopt the zoning of the surrounding land, is considered to work well. This approach will be rolled over in Proposed District Plan (PDP) such that small open space areas will be zoned either a Residential Zone or Settlement Zone. The combination of the zones permitting residential activities, and activities compatible with residential, and a Reserve Management Plan will maintain the character of such areas and continue to permit anticipated activities.

Within the PDP larger open space areas, where the anticipated levels of development and land use activities can be markedly different to more traditional uses of reserve land, are proposed to be zoned either Sport and Active Recreation Zone (SARZ) or Natural Open Space Zone (NOSZ).

For these larger areas, the ODP land use provisions are not particularly directive and lack clear provision of rules and standards for appropriate activities. The ODP zoning and planning provisions are very high level, not up to date with current land use patterns, and do not provide sufficient direction or certainty to the plan users. There is a lack of specific objectives and policies tailored for the purpose of the areas given how they have evolved since the ODP's commencement leading to subjective decision making. Furthermore, there is no clear connection between desired outcomes, development and the planning provisions.

The PDP proposes two Open Space Zones over larger park areas where the anticipated levels of development and land use activities can be markedly different to more traditional uses of reserve land.

The NOSZ will comprise both Dolamore Park and Croydon Bush reserve. The purpose of the zone is to ensure the natural environment is retained, and activities, buildings and other structures are compatible with the characteristics of the zone.

The SARZ zone will apply to the larger recreational parks in the district, such as Hamilton Park. The purpose of the zone is to provide open space areas for a range of sport and recreation activities, including organised sport and recreation for local, district-wide and regional

¹ [District Plan - Gore District Council \(goredc.govt.nz\)](https://www.goredc.govt.nz/district-plan)

communities. These spaces are areas where people can also enjoy informal exercise and leisure activities.

The SARZ zone contains two precincts, the Showground Precinct, and the Multi-sports Precinct.

The showground precinct consists of the Gore A&P Association land to the north and Council Recreation Reserve to the south. The precinct seeks to recognise the existing land uses and facilities available at the A&P Showground and enable further expansion.

The Multi Sports Precinct consists of Wayland Park, Newman Park, and land to the south of Wayland Park. Both parks are recreation reserves. The purpose of the Precinct is to provide for the existing level of activity, as well as enabling further opportunities for the complex.

The bespoke zones aim to provide a clear understanding of the character and amenity anticipated to be maintained in the large-scale open space areas.

This s32 evaluation demonstrates that the PDP approach is the most appropriate option as:

- The objectives and policies provide direction and certainty to plan users on the outcomes expected in the open space environment.
- There is a focus on reinforcing the role and function of open space land to ensure that these resources continue to be recognised and protected for the value they add to the community.
- Zone integrity is maintained through a framework to enable appropriate discretion to be placed on unanticipated activities to ensure that built development is limited.

Overall, it is considered that the PDP provisions are the most appropriate option given that the benefits outweigh the costs, and there are considerable efficiencies to be gained from adopting the preferred provisions.

2. Overview and Purpose

2.1 Introduction to the resource management issue(s)

The district has a diverse range of open and recreational spaces in its rural and urban areas that are used for informal and formal, active, and passive recreation activities as well as renowned large-scale events. These spaces encompass purpose-built sport facilities such as the Gore Multisport complex; the A&P showground site; large recreational parks such as Bannerman Park and smaller local parks scattered through the district.

Given the extent of Gore's parkland, some 221 hectares, only large-scale areas, or areas with a specific recreation function, have been identified to be included in the Open Space zones. Smaller neighbourhood parks are not included.

The Council has a duty to provide for the health and wellbeing of the community and it can partially achieve this through the provision of well-managed and diverse open space and recreation spaces. Such spaces also contribute to the vitality and life of the district, providing venues for events and gathering places for the community to enjoy and partake in sports.

Within the Natural Open Space zone, encompassing Dolamore Park and Croydon Bush Reserve, it is generally anticipated there is a dominance of openness, landscaping, and indigenous vegetation with a very low density of built development. In contrast some of the sports facilities and reserves in the district support large-scale buildings along with car parking, lighting and signage and can create large volumes of traffic and noise. Major facilities such as the A&P showgrounds, not only provide for sport and recreational activities, but also act as a venue for exhibitions, agricultural events, concerts and other public events.

This chapter addresses the reasons for the proposed Open Space and Recreation Zones and the Multisport and Showground Precincts, and associated objectives, policies and rules that seek to manage the effects of activities in these zones and on adjoining sites.

The provisions seek to manage the following issues:

1. The ODP does not provide a clear understanding of the character and amenity anticipated to be maintained in the large-scale open space areas as they are zoned either Rural or Residential.
2. The existing zoning of these areas does not provide the appropriate framework for new activities and development, or conversely adequate protection from inappropriate development.

2.2 Purpose of the report

The purpose of this report is to provide an evaluation of the proposed provisions in accordance with the requirements of Section 32 of the RMA 1991.

The PDP includes two zones for Open Space areas:

- Natural Open Space Zone
- Sport and Active Recreation Zone

These Chapters are consistent with the requirements of the National Planning Standards (PS) and contain objectives, policies, rules and standards to manage activities and their effects.

This report assesses the appropriateness of the proposed objectives to achieve the purpose of the Act and the effectiveness and efficiency of the policies, rules and standards which give effect to the objectives. This report also provides information on the issue these provisions seek to address, research undertaken and an evaluation of the provisions relating to the Open Space areas within the ODP.

An assessment of the scale and significance of the provisions will inform the level of detail included in this report.

3. Statutory and Policy Context

3.1 Resource Management Act

In carrying out a s32 analysis, an evaluation is required of how the proposal achieves the purpose and principles contained in Part 2 of the RMA.

Section 5 sets out the purpose of the RMA, which is to promote the sustainable management of natural and physical resources.

Sustainable management means *managing the use, development, and protection of natural and physical resources to enable people and communities to provide for their social, economic and cultural wellbeing and for their health and safety, while –*

- (a) sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
- (b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
- (c) avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

In achieving this purpose, authorities also need to recognise and provide for the matters of national importance identified in s6, have particular regard to other matters referred to in s7 and take into account the principles of the Treaty of Waitangi referred to in s8.

Section 6

The s6 matters relevant to this topic are:

- b) the protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development:*
- c) the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna:*
- (e) the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga:*

Section 7

The s7 matters that are relevant to this topic are:

- (b) the efficient use and development of natural and physical resources:*
- (c) the maintenance and enhancement of amenity values:*
- (f) maintenance and enhancement of the quality of the environment:*

Section 8 of the RMA requires the Council to take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi). Tangata whenua, through the Hokonui Runanga, have partnered with the Council in the preparation of the PDP.

Section 31 is relevant insofar as it requires the Council to establish, implement and review a District Plan which contains objectives, policies and methods to achieve a range of purposes as listed above. This report considers the appropriateness of the new objectives within the proposed District Plan (PDP) to achieve the purpose of the Act. The review of the ODP and the establishment of a new District Plan allows Council to give effect to Section 31.

3.2 National Policy Statements

The following are considered relevant to the Open Space zones.

National Policy Statement on Urban Development

The National Policy Statement on Urban Development (NPS-UD) which has a focus of creating well-functioning environments has indirect relevance. Increased urban intensification, which is encouraged through the NPS-UD, means providing for the health and wellbeing of the community through the increased provision of well-managed and diverse open space and recreation spaces is more important.

Such spaces also contribute to the vitality and life of the district and are a key aspects of achieving a well-functioning urban environment.

National Policy Statement on Highly Productive Land

The National Policy Statement on Highly Productive Land (NPS-HPL) became operative on 17 October 2022. The NPS-HPL seeks to ensure that the most favourable soils for food and fibre production are protected now and for future generations.

The issues the draft NPS-HPS seeks to address are:

- Urban land expanding on to New Zealand's most productive land,
- The creation of rural lifestyle properties is reducing the availability of highly productive land, and
- Reverse sensitivity – when new land uses conflict with existing uses.

Environment Southland is required to map highly productive land within the Gore district that meets the following criteria:

- a) is in a general rural zone or rural production zone; and
- b) is predominantly LUC 1, 2, or 3 land; and
- c) forms a large and geographically cohesive area.

The NPS-HPL defines highly productive land as land mapped by Regional Councils, or in absence of that, in the interim, highly productive land is a land parcel defined as Land Use Capability (LUC) 1, 2 and 3 as mapped by the New Zealand Land Resource Inventory (NZLRI). Based on NZLRI maps, the areas within Dolamore Park are LUC 3 soil.

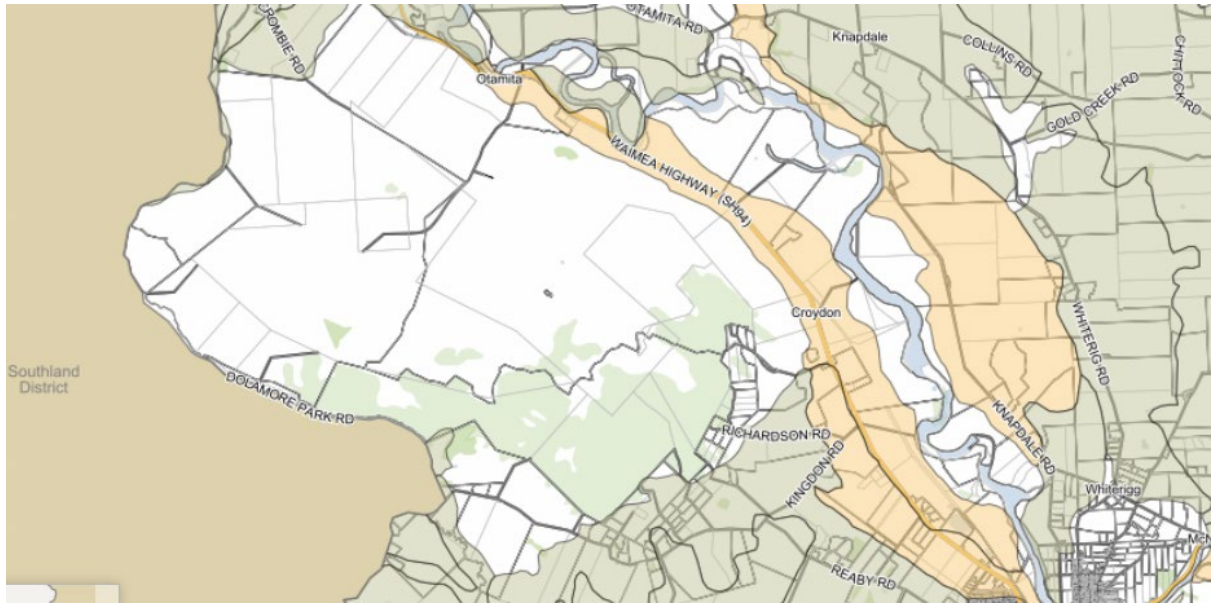


Figure 1: Land Use Capability map of Hokonui Hills [Source: GDC GIS]

The NPS-HPL regulates highly productive land within the General Rural and Rural Production Zones (National Planning Standards zones) only, and will not relate to the Open Space zones, Rural Lifestyle zone or Urban zones. These zones as described under the National Planning Standards.

National Policy Statement for Freshwater Management

The National Policy Statement for Freshwater Management (NPS-FM) seeks to:

- Protect existing inland and coastal wetlands
- Protect urban and rural streams from in-filling
- Ensure connectivity of fish habitat (fish passage)
- Set minimum requirements for feedlots and other stockholding areas.
- Improve poor practice intensive winter grazing of forage crops
- Restrict further agricultural intensification until the end of 2024
- Limit the discharge of synthetic nitrogen fertiliser to land, and require reporting of fertiliser use.

There are a number of rivers, streams and wetlands in the district, including through the larger open space areas.

The NES-FM is administered by the regional council, however there cannot be a District Plan rule that is more enabling than certain NES-FM rules.

National Policy Statement on Renewable Energy Generation 2011 (NPS-REG)

The National Policy Statement on Renewable Energy Generation 2011 (NPS-REG) requires Councils to recognise and provide for the benefits of renewable electricity generation.

The majority of the district, inclusive of the Hokonui Hills, is a rural area. It typically has large land holdings and is separated from more dense urban areas. As such the rural area is typically the

place where renewable energy generation, such as wind farms or solar farms, would be located. Provisions relating to renewable energy generation in the rural areas is covered off in the Energy chapter. Energy generation is further discussed in the Energy and Infrastructure s32 report.

3.3 National Environmental Standards

The Section 32 - Overview and Urban Form and Development Evaluation Report includes details and a brief assessment of all National Environmental Standards (NES).

The following NES are relevant to the rural zones:

- NES for Assessing and Managing Contaminants in Soil to Protect Human Health 2011
- NES for Freshwater 2020

National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health 2011 (NES-CS)

The NES-CS seeks to identify and manage contaminants in soil to protect human health. The NES-CS regulates change of land use, earthworks, fuel tank removal and subdivision of areas identified on the hazardous industries and activities list (HAIL).

Whilst less common given the majority of the NOSZ includes the Hokonui Hills, this land has been subject to agricultural practices. HAIL sites may exist due to the likes of pesticide spraying, sheep dips, and other activities that uses contaminants.

The NES-CS does not regulate what a district plan can and cannot cover but acts as an additional level of regulation specific to managing the issue of contaminants in soil and the potential effects on human health.

National Environmental Standard for Freshwater 2020 (NES-F)

The National Environmental standards for freshwater came into effect September 2020 with two amendments relating to synthetic fertiliser and winter grazing in 2021 and 2022. This NES regulates activities that pose risks to the health of freshwater and freshwater ecosystems and sets standards designed to protect freshwater resources.

3.4 National Planning Standards

The National Planning Standards (PS) 2019 requires a more bespoke approach to planning zones than the ODP. This includes a clearer centre hierarchy, rural settlement zones, and a wider range of residential, industrial and rural zones. The PS also provides the structure and form for the Plan content along with definitions and mapping criteria.

The following aspects of the National Planning Standards are relevant to the Open Space Zones.

The PS provides for three Open Space Zones – Natural open space zone, Open space zone and Sport and active recreation zone which are described as follows:

Natural open space zone	Areas where the natural environment is retained and activities, buildings and other structures are compatible with the characteristics of the zone.
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Open space zone	Areas used predominantly for a range of passive and active recreational activities, along with limited associated facilities and structures.
Sport and active recreation zone	Areas used predominantly for a range of indoor and outdoor sport and active recreational activities and associated facilities and structures.

Under the PDP a Natural Open Space zone and a Sport and active recreation zone is proposed.

The Natural Open Space Zone has a unique identifier – NOSZ

The Sport and active recreation zone – SARZ

If used, the natural open space zone must be placed in either the Rural zones or the Open space and recreation zones chapters. It will be placed within the Open space and recreation zones chapters in the PDP.

If used, precincts that apply to only one zone must be located within the relevant zone chapter or section. Two precincts are proposed within the Sport and Active Recreation Chapter and have been included in this Chapter only.

3.5 Regional Policy Statement

The Southland Regional Policy Statement 2017 (RPS) sets out the framework and priorities for resource management in the region. The RPS identifies the regionally significant issues around the management of the Region's natural and physical resources and sets out what needs to be achieved (objectives) and the way in which the objectives will be achieved (policies and methods). The PDP is required to give effect to the regional policy statement by section 75(3) of the RMA.

Relevant provisions include:

Natural Features and Landscapes

Chapter 10: Natural Features and Landscapes, sets out the sustainable management issues affecting Southlands landscapes and features. The RPS identifies three key development issues that have the potential to adversely affect Outstanding Natural Features and Landscapes:

1. Increased development of rural/ rural lifestyle properties
2. Extractive activities such as mining, and quarrying
3. Electricity generation such as wind farms, dams and transmission lines which have the potential to adversely affect the landscape values of the region.

Objective LNF.1 Southland's outstanding natural features and landscapes are identified and protected from inappropriate subdivision, use and development.

Objective LNF.2 Southland's locally distinctive and valued natural features and landscapes are identified, and managed so that subdivision, use and development is consistent with their values.

Southland Regional Council recognises that to achieve the intended environmental results it is necessary to identify outstanding natural features and landscapes and then use this information to assist in developing a management framework that ensures the provisions of the Act are met, particularly Section 6(e).

Additional information and analysis on the district's Natural Features and Landscapes is contained within the Section 32 report on Natural Features and Landscapes.

Urban

Objective URB.1 Urban (including industrial) development occurs in an integrated, sustainable and well-planned manner which provides for positive environmental, social, economic and cultural outcomes.

There are then 6 policies which give effect to the Objective and provide for a range of land use activities in urban areas provided adverse effects are avoided, remedied or mitigated and high quality urban design principles are encouraged. Both intensification and redevelopment within existing urban environments is encouraged along with providing for housing choice within urban areas.

Whilst the Open Space zones do not provide for urban development, it is considered they are an integral part of providing a well-functioning urban environment, providing for peoples positive environmental, social, economic and cultural outcomes.

3.6 Regional Plans

Environment Southland has prepared a number of regional plans, these include:

- Regional Air Plan 2016
- Effluent Land Application Plan 1998
- Regional Water Plan 2010

Environment Southland's proposed Southland Water and Land Plan was made partially operative following a council meeting in January 2021.

To date most district plans have relied solely on the RPS to provide strategic direction as district plans must give effect to RPS's in accordance with RMA requirements. The provisions of the Southland RPS are summarised within the Section 32 – Overview and Urban Form and Development Evaluation Report, however, the following provisions are particularly relevant to the Natural Open Space and Sport and Active Recreation zone:

The relevant provisions of the Southland RPS are summarised as follows:

- Mauri and wairua are sustained or improved where degraded, and mahinga kai and customary resources are healthy, abundant and accessible to tangata whenua.
- Wahi tapu, wahi taonga and sites of significance are appropriately managed and protected.
- Maintain and protect indigenous biodiversity
- Southlands outstanding natural features and landscapes, and locally distinctive values natural features and landscapes, are identified and protected from inappropriate subdivision, use and development.

The Open Space Zones are considered to give effect to the relevant RPS objectives and policies as they:

- Recognise the cultural values, particularly in the NOSZ. For Māori, the natural and spiritual worlds are closely intertwined. The health of landscapes, plants and animals is integral to

cultural wellbeing and, in some areas, livelihood. Parks are 'cultural landscapes'. The provisions, particularly in the NOSZ protect these values.

- The NOSZ provisions will apply within Hokonui Hills Outstanding Natural Landscape area, as well as the Natural Features and Landscapes Chapter and the Ecosystems and Indigenous Biodiversity Chapter.

3.7 Iwi Environmental Management Plan(s)

'Te Tangi a Taura – The Cry of the People' the Ngai Tahu Ki Murihiku Natural Resource and Environmental Management Plan identifies a broad range of relevant matters when considering where and how Gore grows and develops. In particular, there is a desire to:

- limit the impacts of climate change on indigenous species and ecosystems and the risks of natural hazards by appropriately managing urban development and providing for sustainable energy and transport systems.
- Protect sites of significance and indigenous biodiversity areas along with appropriate management of water
- Limit impacts of industrial activity and subdivision by involving iwi in decision making processes and managing land use, building and water issues
- Providing appropriate infrastructure management

'Te Tāhū o Te Whāriki', the Ngāi Tahu Climate Change Strategy, identifies a need to assess future commercial risks, protect wahi tapu, mahinga kai and other taonga, prepare plans to relocate Marae and Runānga facilities threatened by increasing hazards, as well as influence agencies to develop climate change responses.

3.8 Other Legislation and Policy Documents

The following national guidance documents are considered relevant to this topic:

National Guidelines for Crime Prevention through Environmental Design (CPTED)

It is important to encourage public use of spaces for recreation activities or spaces with high amenity values. Such public spaces must be designed and developed to reasonably prevent crime. All seven qualities identified in the CPTED are of relevance to the Open Space and Recreation Zones.

Camping Ground Regulations 1985

Camping grounds must comply with the provisions of these regulations, which control the marking of sites (clause 5), minimum size of camping sites (clause 6) and cabins (clause 7) lighting (clause 8) and all-weather access from the entrance to the camping ground to the site of every relocatable home (clause 12).

The following Acts also have relevance to the topic:

Reserves Act 1977

The Reserves Act has a complementary relationship to the RMA. Together the acts operate to protect and manage reserves classified under the Reserves Act 1977. While the Reserves Act ultimately determines the use of land classified under the Act, the RMA's purpose and principles must guide all environmental policy and management. Therefore, its intent reflects that of the RMA, and it is implemented through the preparation of reserve management plans (RMP).

The Reserves Act 1977 is administered by the Department of Conservation (DoC) and local authorities. The purpose of the Reserves Act is for the preservation and management of areas of New Zealand possessing recreation use or potential, whether active or passive, or natural, scenic, scientific, educational, community, or other special features or value.

In addition the Reserves Act seeks preservation of access for the public to and along the seacoast, its bays and inlets, and offshore islands, lakeshores, and riverbanks.

Local Government Act 2002

The purpose of this Act is to provide for democratic and effective local government that recognises the diversity of New Zealand communities. The Council is required to have regard to the contribution that reserves, and other recreation facilities and community amenities make to its communities (Section 11A).

3.9 Other Local Policies, Strategies and Plans

Spatial Plan, Ready for Tomorrow

In January 2020, the Council released a strategic planning document *Ready for Tomorrow – A Spatial Plan for the Gore District* seeking public feedback on potential growth options for the main urban areas in the district. The document outlines the issues the Council considers important, and possible future outcomes and opportunities for the district. The Spatial Plan incorporates the 2018 program 'Ready for Growth', which provided impetus locally as a community lead development strategy, applying the direction given by the Southland Regional Development Strategy. Its overall objective is to grow the district population by 1,500 people by 2030. Through extensive community consultation, Ready for Growth has identified a comprehensive overview of the socio-economic conditions required to generate sustainable growth and opportunity across the district and provides an important strategic framework for the future.

The Spatial Plan recognises Dolamore Park and the Croydon Bush Scenic Reserve as a significant reserve. It further identifies the Gore Multi-sports Complex as a factor contributing to the attractiveness of the district. A Key outcome of the Spatial Plan is to ensure people and communities have equitable access to a range of integrated community infrastructure, facilities and services, including sport and recreation. It further discusses the prosperous and sustainable economy of the district. The open space areas, particular the Gore Multi-sports centre and Dolamore Park are an opportunity to attract both tourists and sporting industries to the district.

The Spatial Plan notes the Parks, Recreation and Facilities Strategy 2013 identifies a gap in access to park land in the north-west sector of Gore township. It is intended that this gap can be addressed with the acquisition of land as development contribution, when subdivisional/commercial development occurs in this area. Additional land may further be required in specific locations, to meet local recreation needs, particularly with new subdivision and an associated increase in population. The planning for recreation and community facilities will therefore need to be considered as part of the development of a Structure Plan for each development area.

Parks, Recreation and Facility Strategy 2019

The vision of the Parks, Recreation and Facility Strategy is to ensure the needs of the community for open space and recreation opportunities are met through the provision of a network of quality parks and facilities. The following objectives have been drafted to achieve the vision:

- High-quality garden parks, trees and horticultural displays that enhance Gore's urban landscape for both resident and visitor experience.
- A range of central, quality sports and recreation facilities that support and encourage participation in active recreation pursuits.
- A network of parks that provides easy access for play, recreation and walking/cycle linkages.

Gore has a comparably high overall provision of park land at a total of approximately 221 hectares. This equates to a provision of 17.7 hectares per 1,000 residents. The median in New Zealand is 16.6 hectares. The standard of Gore's parks, trees and gardens is further considered to be of particularly high quality and a feature of the district.

There is an identified gap in access to park land in the north-west sector of Gore township. The strategy notes that this gap can be addressed with the acquisition of land as development contribution, when subdivisional/commercial development occurs in this area.

The Strategy for parks and recreation predominantly focuses on maintaining existing services, renewal of assets, and rationalisation of assets where over-supply or redundancy is identified.

Reserve Management Plans

Reserve Management Plan Volume 1 applies to all reserves administered by the Gore District Council and that are classified under the Reserves Act 1977. This includes the A & P Association Showgrounds, Bannerman Park, Hamilton Park, Newman Park, Pukerau Recreation Reserve, Waikaka Domain, Henderson Park and Tulloch Park.

Reserve Management Plan Volume 4: Dolamore Park Scenic Reserve provides a tool that works alongside the PDP and provides a plan for managing community preferences and decisions consistency with the Reserves Act 1977. Management plans should *"provide for and ensure the use, enjoyment, maintenance, protection and preservation... and,... the development, as appropriate, of the reserve for the purpose for which it is classified"*. The reserve management plan provides objectives and policies for the management of Dolamore Park.

The Reserve Management Plans note that the provisions of the District Plan apply to reserves and while an activity may be permitted under a policy in this plan, resource consent and other consents may be required.

Gore District Trails Feasibility Study 2017

This study was undertaken in response to demand from the community for a network of trails for walking, cycling and horse riding. Developing these trails would improve outdoor recreation, health, lifestyle, wellbeing, and tourism opportunities in the district. A network of trails in the district should be developed around the following key principles:

- A small number of quality trails to encourage outdoor activity and walking/cycling transport for locals while adding to the variety of visitor experiences available in the district.
- Improving quality, sustainability and diversity of mountain bike trails for local use and to attract events and visitors to the region.

- Construction, maintenance and management of trails will be environmentally sustainable.
- Trails will provide connections for locals and visitors that are accessible, appropriate to their activity levels, and get them to where they want to go.
- Trails will be developed where their potential use is highest.

3.10 Climate Change

The effects of climate change have been added to other matters decision makers should have particular regard to (RMAs7(i)).

In accordance with 2020 RMA amendments, by 2022 District Plans will not only need to have regard to the effects of climate change (adaptation) but also climate change mitigation and national adaptation and emission reduction plans prepared under the Climate Change Response act 2002. A compact urban form with most activities located around good transport connections and that takes account of the changing nature of natural hazards will help achieve these requirements. Further guidance will be provided in relation to Climate change as emission targets and RMA reform progresses.

The effects of climate change have been given regard to in respect of the provision and protection of open spaces in the district, specifically Dolamore Park and Croydon Bush reserve.

Green space in urban areas provides substantial environmental benefits. Trees reduce air pollution and water pollution; they help keep urban environments cooler and they are a more effective and less expensive way to manage stormwater runoff than building systems of concrete sewers and drainage ditches.

Parks are significant assets in the fight against climate change. They contain large areas of trees and woodlands, which remove carbon dioxide from the atmosphere and store it for generations.

Parks also protect and enhance the environment in the following ways:

- Permanent conservation of valuable natural ecosystems
- Opportunities to protect, enhance and restore biodiversity
- Protection of waterway margins to protect ecological, cultural, historical, open space and public access values
- An effective network of interlinking reserves creates connections throughout the community that enable active transport and enhance the concept of a sustainable liveable community which is not reliant on motor vehicle transport
- Vegetation cleans and filters water, traps sediment, recycles nutrients, stabilises slopes and slows runoff to improve the quality of water for human consumption, agriculture and power generation.

4. Resource Management Issue Analysis

4.1 Background

The Gore district has a comparably high overall provision of park land at a total of approximately 221 hectares. This equates to a provision of 17.7 hectares per 1,000 residents. Additionally, the district has recreation facilities such as the complex at Wayland Park (Multi-sports centre) and

the A&P Showground site. Much of the park land is gazetted as reserve and is managed via Reserve Management Plans (RMP). The RMPs adequately manage the smaller recreation areas such as community gardens and neighbourhood parks across the district.

Some of the larger recreation spaces, however, do not align with the underlying zoning and deserve recognition for the amenities they provide to the district.

The ODP does not provide a clear understanding of the character and amenity anticipated to be maintained in open space areas across the district as the current zoning does not reflect the activities occurring on site. For example, the Gore Multisport centre and Bannerman Park are both located on residential land.

Open space can contribute to the overall amenity of an area by providing relief from built development as well as being a pleasant place to view and use.

The zoning of land as natural open space can assist in preserving the natural character of the environment and protect the area from inappropriate subdivision, use, and development by only providing for appropriate development.

The zoning of land as sport and active recreation can assist in preserving areas which focus on sport and recreation activities, including organised sport and recreation for local, district-wide and regional communities. These spaces are areas where people can also enjoy informal exercise and leisure activities. The district also has unique facilities that require recognition in the PDP.

The provisions seek to manage the following issues:

1. The current plan does not provide a clear understanding of the character and amenity anticipated to be maintained in these areas as they are zoned either Rural or Residential.
2. The existing zoning of these areas does not provide the appropriate framework for new activities and development, or conversely adequate protection from inappropriate development.

4.2 Operative Plan Approach

Under the ODP, open space areas take on the zoning of surrounding land, there are no open space zones. For example, the Gore Multisport centre, the A&P Showground and Bannerman Park are all located on residential land, whilst Dolamore Park is located on rural land.

The ODP is structured so that all land use provisions are contained within the same chapter, however the relevant provisions to the topic include:

Objectives

2.2.3 To protect the District's Outstanding Natural Features and Landscapes.

3.3 (1) Maintain and enhance the amenity values of the various localities within the District whilst respecting the different values and characteristics that exist within each area.

- 3.3 (2) Ensure that the effects of land use activities do not adversely affect the quality of the environment and are compatible with the characteristics and amenity values of each locality.

Policies

- 3.4 (1) Establish zones that reflect the characteristics and amenity values of the area.

- 3.4 (2) Control the adverse effects of land use activities on the environment.

Rules

The ODP contains a “Use of Reserve Land” rule which permits land use activities on areas administered under the Reserves Act 1977, where they comply with a Management Plan that has been approved by the Minister under that Act.

Open space areas not gazetted as reserve land will be subject to the provisions of the zoning in relation to land use activities and standards.

Under the temporary activities provisions, showground activities at the A&P Showgrounds site are permitted. Showground activities are defined as the use of land for public shows and displays, and includes fairs, circuses, conventions and animal related competitions.

Any land use activity not listed is a Discretionary Activity.

Other land use rules applicable relate to:

- Noise
- Light spill
- Signs
- Daylight admission – on Residential and Rural Zone boundaries, recession plane angle starting at 2.6m
- Yards
- Height – 8m maximum (residential) 12m maximum (rural)
- Site coverage

4.3 Effectiveness of Operative Plan

Issue	Comment	Response
The plan does not follow the PS standards	Inconsistent with National Planning Standard	Update plan in accordance with PS
There is a lack of relevant objectives and policies to the Open Space Zones	Results in a lack of clarity and direction	Provide specific objectives and policies for direction which are integrated with the rule frameworks
Any activity which is not permitted requires a discretionary resource consent.	The ODP does not provide guidance on which activities may be appropriate where	Provide better direction through utilising bespoke activity statuses

	managed, whereas others may be incompatible	
Matters of discretion are not directive	The broadness and lack of direction within the matters makes the activity status de facto Discretionary	Include specific matters of discretion

The ODP management of small open space areas such as playgrounds, vested as a reserve, is considered to work well. This approach will be continued in the PDP utilising the PDP zone surrounding the parks. I.e. small playground in East Gore will be zoned General Residential. The combination of the PDP zones permitting residential activities, and activities compatible with residential, and a Reserve Management Plan will maintain the character of such areas and continue to permit anticipated activities.

The NOSZ and the SARZ are proposed over larger land areas where the anticipated levels of development and land use activities can be markedly different to more traditional uses of reserve land. In this respect, the ODP land use provisions are not particular directive and lack clear provision of rules and standards for appropriate activities. The current zoning and planning provisions are very high level, not up to date with current land use patterns, and do not provide sufficient direction or certainty to the plan users. There is a lack of specific objectives and policies tailored for the purpose of the areas given how they have evolved since the ODP's commencement leading to subjective decision making. In summary, there is not a clear connection between desired outcomes, development and the planning provisions.

4.4 Technical Reports and Research

Styles Group Noise Chapter Review Report

The Council commissioned Styles Group Acoustics & Vibration Consultants to undertake a review of the draft District Plan Noise Chapter and feedback – 'Noise Chapter Review: Gore District Plan Review'² to respond to feedback, ensure the provisions are fit for purpose, achieve best practice principles and provide for appropriate outcomes.

The advice provided resulted in amendments to the PDP Noise Chapter which applies district wide.

Of note, the NOSZ has slightly reduced noise limits than the Rural zone, to recognise the activities that would value a peaceful or natural noise environment. For a good level of acoustic amenity, noise limits of 50dB LAeq during the day and 40dB LAeq at night would be appropriate.

The SARZ zone is consistent with the current noise standard in the ODP for residential zones. Styles Group note this will apply to those sites where higher recreational noise levels from organised/ formal sport activities are likely to be generated. It is important to create a balance between allowing the zone sites to be intensively used and providing respite for the neighbouring receivers.

² 'Noise Chapter Review Gore District Plan Review Gore District' Styles Group 9 June 2023

For Noise levels generated and received in the Sport & Active Recreation Zone, the following limits apply: 7am to 10pm – 55 dB LAeq; 10pm to 7am – 40 dB LAeq; 10pm to 7am – 75 dB LAFmax - Measured at or within the notional boundary of any other site.

For noise generated in the SARZ zone and received in the General Rural Zone, Rural Lifestyle Zone, Settlement Zone, Medium Density Residential Zone, General Residential Zone and Large Lot Residential Zone: A noise level of 55dB LAeq will apply during the day and a 40 dB LAeq limit will apply during night time hours. Except that, for a cumulative period of 3 hours per day between 7am and 9.30pm Monday to Friday; and 6 hours between 7am and 10pm on Saturdays, the noise level must not exceed 60dB LAeq.

Mike More Landscape Architect

The Council commissioned Mike Moore, Landscape Architect, to undertake a landscape assessment “*Gore District Plan Review – Natural Features and Landscapes. Preliminary Assessment*”³. The report sought to determine possible Outstanding Natural Features and Landscapes; investigate the possibility of Amenity Features and Landscapes, Natural Character Features; and prepare a schedule of landscape values for the identified landscapes and features.

The Schedule of Landscape Values has been incorporated as Appendix 5 of the PDP and provides useful insights for plan users of the values and risks to each Outstanding Natural Feature, Landscape and Natural Character Feature.

This assessment identified the Hokonui Hills as an Outstanding Natural Landscape and has informed the Natural Features and Landscapes Chapter. Additional information and analysis is contained within the Section 32 report on Natural Features and Landscapes.

4.5 Analysis of Best Practice

A review of current practice in respect of this matter has been undertaken, together with a review of the following District Plans:

- Southland District – 2018
- Selwyn District – Proposed plan notified 2020
- New Plymouth District – Proposed plan notified 2022

Southland District – Operative in 2018

Southland District Plan was drafted and made operative prior to the implementation of the National Planning Standards. It therefore does not follow the prescribed zoning structure. Southland deals with reserve land and open space via the underlying zoning structure, however it does contain a separate zone for Fiordland and Rakiura National Parks and part of Mt Aspiring National Park. The Fiordland/Rakiura Zone also includes areas of privately owned land which adjoin the National Parks, the District’s off shore islands and conservation land that adjoins the

³ Gore District Plan Review – Natural Features and Landscapes. Preliminary Assessment, Mike More BSc, Dip LA, MRRP, ANZILA, February 2023

National Parks. The Zone is recognised for its outstanding natural and wilderness qualities and has a relatively stringent planning rescheme in relation to built form, development, removal of vegetation and earthworks.

For the Urban Zone in Southland provision is provided for activities on Council owned reserve land where it is approved via an RMP.

Analysis

This approach is similar to that of the Proposed District Plan in that smaller Council reserves maintain the underlying zoning with provision for land use activities in accordance with an RMP. The Southland District Plan has recognised larger land areas that provide a more bespoke planning approach given their characteristics.

Selwyn District – Proposed plan notified 2020

The Selwyn Proposed Plan does not contain any Open Space zones. All reserves have been included as designations within the designations chapter. Subsequently the areas are managed based on the purpose of the designation and whether any conditions exist on those designations. The sites retain their underlying zoning.

Analysis

Gore District Council (GDC) has not included all recreation reserves in their designations chapter. This means following the Selwyn methodology may lead to inconsistencies in the way the plan operates.

New Plymouth District – Proposed plan notified in September 2019

The New Plymouth District Plan contains a Natural Open Space Zone, an Open Space Zone and a Sports and Active Recreation Zone. Within the NOSZ, a low level of development and built form is anticipated to retain the natural/biodiversity values within its natural open space areas. Leisure, conservation and customary activities are enabled in the zone; building activities, Pā/marae, Papakāinga and Kōhanga reo, cultural education and research facilities are managed along with educational and community facilities, and camping grounds. Residential activities, rural industry and industrial activities are discouraged.

The Open Space Zone is utilised for open spaces which vary in size from small neighbourhood parks to large regional parks.

The Sport and Active Recreation Zone applies to applies in parks, sports grounds and multi-sport facilities. It provides for a range of sport and recreation activities, including organised sport and recreation for local, district-wide and regional communities. The areas will normally have associated buildings such as club rooms, changing sheds or toilet facilities.

Sport and recreation activities; leisure activities; conservation activities; community facilities and customary activities are enabled in the zone. Camping grounds; visitor accommodation; Pā/marae; papakāinga; medical and health services; educational facilities; retail activities; business service activities; and commercial service activities are potentially compatible in the zone. Living activities (excluding Pā/marae, papakāinga, camping grounds and visitor accommodation); rural industry; and industrial activities are to be avoided in the zone.

Analysis

This approach is similar to that of the PDP in that the PS zoning provision has been followed. The approach differs with the inclusion of the Open Space zone to capture all Council reserves across the district. The New Plymouth Plan has recognised larger land areas that provide a more bespoke planning approach given their characteristics.

4.6 Analysis Results and Proposed District Plan Approach

The ODP management of small open space areas such as playgrounds, vested as a reserve and adopting the neighbouring zone (likely residential), is considered to work well. Land use activities which are approved/in line with a Reserve Management Plan are permitted by a rule within all PDP zones. The combination of the underlying zone and a RMP will maintain the character of such areas and permit anticipated activities within these small open space areas.

Two Open Space Zones are proposed over larger park areas where the anticipated levels of development and land use activities can be markedly different to more traditional uses of reserve land.

The NOSZ will comprise both Dolamore Park and Croydon Bush reserve. The purpose of the zone is to ensure the natural environment is retained, and activities, buildings and other structures are compatible with the characteristics of the zone.

The SARZ zone will apply to the larger recreational parks in the district. These include:

- The A & P Association Showgrounds,
- Bannerman Park,
- Hamilton Park,
- Wayland Park,
- Newman Park and the Gore Multisport complex,
- Pukerau Recreation Reserve,
- Waikaka Domain,
- Henderson Park and
- Tulloch Park.

The purpose of the zone is to provide open space areas for a range of sport and recreation activities, including organised sport and recreation for local, district-wide and regional communities. These spaces are areas where people can also enjoy informal exercise and leisure activities.

The SARZ zone also contains two precincts, the Showground Precinct, and the Multi-sports Precinct.

The Showground precinct consists of the Gore A&P Association land to the north and Council Recreation Reserve to the south. Within this area significant agricultural showground activities occur, including animal housing and yards, an all-weather equestrian ring and agricultural related displays and competitions. Facilities are also provided for campervans and camping, together with sports fields and facilities used for rugby and softball. The precinct seeks to recognise these existing land uses and enable further expansion.

The Multi Sports Precinct consists of Wayland Park, Newman Park, and land to the south of Wayland Park. Both parks are recreation reserves. Wayland Park contains the Gore Multi Sports Complex, including the Matura Licensing Trust (MLT) Events Centre, and is the focus for recreation facility provision in Gore. The purpose of the Precinct is to provide for the existing level of activity, as well as enabling further opportunities for the complex.

The bespoke zones aim to provide a clear understanding of the character and amenity anticipated to be maintained in the large-scale open space areas.

5. Scale and Significance

5.1 Scale and Significance Evaluation

Section 32(1)(c) of the RMA requires that this report contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.

	Comments	Assessment		
		Low	Medium	High
Degree of change from the Operative Plan	The PDP proposes two new open space zones which recognises the recreation areas in the District and their specific characteristics. The provisions of the zones are more directive and targeted and provide for a more appropriate planning framework recognising the existing activities occurring and enabling additional activities specific to the zone, or precinct.		✓	
Scale of effects – geographically (local, district wide, regional, national).	The zone provisions will have localised effects.	✓		
Effects on matters of national importance (s6 RMA)	The type and location of the open space zones have been chosen to maintain and enhance relevant s6 matters such as protection of outstanding natural features and landscapes from inappropriate subdivision, use.	✓		
Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?).	This is likely to be limited to the Council, the DoC, users of the open space and recreation facilities especially sports clubs, immediately surrounding landowners and iwi. Many of the changes reflect what is on the ground and the needs/uses of the area.		✓	
Scale of effects on those with specific interests, e.g., Tangata Whenua	Council has worked in partnership with Mana Whenua to prepare the PDP and consider Māori cultural values in relation to the zoning and provisions.		✓	
Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice?	The open space and recreation areas are long-established, and the effects of associated activities and facilities are known and can be appropriately managed. The PDP Open Space Zone provisions give effect to relevant higher order documents and are consistent with the National Planning Standards. The		✓	

	Comments	Assessment		
		Low	Medium	High
	provisions align with other relevant standards within the PDP and adopt best practice.			
Likelihood of increased costs or restrictions on individuals, communities or businesses.	Open space areas are predominantly owned and operated by the Council or a government agency such as DoC. The proposed Open Space zones are intended to enable existing activities occurring on site with room for growth subject to managing effects. The proposed provisions seek to enable leisure, recreation and sporting activities which will reduce the cost of resource consents. Furthermore, where recourse consent is required the clear direction in the PDP will provide for more efficient processing. Therefore, the PDP is considered to reduce the cost on businesses and individuals.	✓		

5.2 Evaluation Summary

Overall, the scale of significance is considered to be moderate and therefore, the level of detail provided within this evaluation is commensurate with the scale and significance of the environmental, economic and cultural effects that are anticipated from the implementation of the provisions.

6. Consultation

6.1 Overview

During the preparation of the District Plan Review, the Council is required by Clause 3 of Schedule 1 of the RMA to consult with the Minister for the Environment; other Ministers of the Crown and local authorities who may be affected and the mana whenua of the area through iwi authorities. The Council may consult anyone else during the preparation of a proposed policy statement or plan.

The Section 32 – Overview and Urban Form and Development Evaluation Report provides an overview of the consultation undertaken to date in respect of the PDP. The PDP has been prepared in partnership with Hokonui Rūnanga who have reviewed and provided feedback on the Residential Zones to ensure consistency with the Mana Whenua Chapter and that cultural values are appropriately integrated throughout the proposed provisions.

6.2 Iwi Engagement

As part of the ongoing partnership with Hokonui Rūnanga Kaupapa Taiao the Council commissioned six Āpiti Hono Tātai Hono cultural landscape assessments to inform the district plan review in relation to growth and up-zoned areas.

The assessments were undertaken using the Āpiti Hono Tātai Hono assessment process, as outlined in Āpiti Hono Tātai Hono: Ngā Whenua o Ngāi Tahu ki Murihiku Stage 1 Southland Cultural Landscape Assessment Study.

The Hokonui Rūnanga reviewed and co-authored the Schedule of Landscape Values, providing useful cultural input for the identified Features and Landscapes.

The Hokonui Rūnanga further undertook a review the draft Natural Features and Landscapes Chapter in March and April 2023 and suggested amendments, which were incorporated into the final iteration of the Chapter.

The Natural Features and Landscapes Chapter applies to the areas of Dolamore Park and Croydon Bush Scenic Reserve which are within the identified Outstanding Natural Landscape. Additional information and analysis is contained within the Section 32 report on Natural Features and Landscapes.

6.3 Community and Stakeholder Engagement

6.3.1 Consultation Undertaken

Engagement with the whole community on the draft District Plan was undertaken between 10th August 2022 and 30th September 2022. The feedback received is summarised below.

6.3.2 Feedback and Advice Received

Person / Organisation	Feedback summary	Response
Clark Fortune McDonald & Associates	SARZ provisions appear generally reasonable	No changes proposed.
Ministry of Education	- Amend NOSZ-P1 to refer to “education facility” - NOSZ – R11 supported	Wording change accepted. No further changes required.
Judy MacGibbon	Unable to fly over zone, reconsider rules for helicopters	There is no restriction for helicopters to fly over the zone. Rules in noise and General Rural Chapter considered applicable to this submission.
Hamish Weir	Provide for establishing recreational tracks in the zone, subject to standard/conditions	A permitted activity rule will be inserted into the chapter with restrictions on the width of the tracks to address potential landscape visual effects. Landowner input from GDC and DOC would be required for such works.
New Zealand Agricultural	NOSZ-O1 supported	A new policy is proposed enabling works for the purpose of weed and pest control.

Aviation Association	Add a policy relating to weed and pest control identifying agricultural aviation activities as a critical part of weed and pest control	
Fire and Emergency NZ	Provide for emergency services facility as a permitted or RDA activity	Not appropriate in this zone.
Clark Fortune McDonald & Associates	- NOSZ-S1 - 'sport and recreation activity' will need a definition - Provisions generally appear reasonable	Sport and Recreation is defined in the definitions section of the introduction
Robina Johnston	- Confirmation requested on whether mana whenua are able to collect kai moana in the wetland in OSZ, Hamilton Park is unique and the fact that it has been a landfill site certain activities need to be closely monitored. The stream is important to Mana Whenua too. - Needs another zone added to protect recreational pathways, Mt Road, Waimumu Rd, Reaby Road, Pinnacle, Whiterig are known activity areas families have used for decades.	The zonings chosen are from the PS. Reserves are protected through the Reserves Act. The Open Space zones are focused on enabling public access to recreation zones. The Chapters should be read in conjunction with the Mana Whenua Chapter, Sites of Significant to Maori Chapter and Public Access Chapter. The NES-FW manages wetlands and the PDP does not contain more enabling rules than the NES-FW. The Nes-CS further manages potentially contaminated land.
Department of Conservation	- Include Croydon Bush Scenic Reserve in addition to Dolamore Park in heading of Chapter - Support Conservation Activities and Park Management Activities as a permitted activity - Clarity needed around allowing primary production activities within this zone; not supported in Croydon Bush Reserve	Wording amendments as per feedback. Primary Production is limited to agricultural, horticultural and pastoral activities, which is defined in the PDP as: <i>"use of land and / or buildings producing livestock, crops and other agricultural produce that is reliant on the soil resource of the land and includes storage of equipment and machinery associated with the activity but excludes any processing, quarrying or direct sales".</i>
Royal Forest and Bird Protection Society of New Zealand	- Should include a policy or objective related to pest management/control - Should include a rule prohibiting the planting and introduction of pest species to the zone	New policy added for pest control.
Feedback summary		
Limited feedback was received on the Sports and Active Recreation zone with no changes requested. The Ministry of Education supported the provisions for education facilities within the Natural Open Space zone.		

Feedback was received on the use of helicopters for agriculture flying over the NOSZ with the understanding this is restricted. An additional policy was requested to recognise the importance of aviation use for weed and pest control. Conservation Activities and Park Management Activities were supported as permitted activities, primary production activities are not supported in Croydon Bush Reserve by DOC. Royal Forest and Bird Protection Society of New Zealand request a policy or objective relating to pest management/control and a rule prohibiting the planting and introduction of pest species to the zone. New permitted activities were requested for establishing recreational tracks in the zone and emergency services facilities. Confirmation was requested on whether mana whenua are able to collect kai moana in the wetland in the Open Space zones. The previous landfill activity at Hamilton Park should be acknowledged and certain activities closely monitored.
Key changes in response to feedback
Wording changes proposed by the Ministry of Education have been accepted. There is no restriction for helicopters to fly over the zone and rules in the Noise and General Rural Chapters address agricultural aviation. A permitted activity rule for recreation tracks is included with restrictions on the width of the tracks to address potential landscape visual effects. Landowner input from GDC and DOC would be required for such works. A permitted activity rule for emergency service facilities is not appropriate given the landscape classification of the area and the intent for the zone to maintain its 'Naturalness'. Primary Production activity is restricted to grazing only and has been restricted to Dolamore Park A new policy is included enabling works for the purpose of weed and pest control.
Changes to Zone boundaries
No zoning boundary changes proposed.

7. Proposed Plan Provisions

7.1 Strategic Direction

Urban Form and Development

UFD – O7 Urban environments are liveable, connected, accessible, safe and well-designed spaces for the community to live, work and play in, which:

- incorporate natural features, water management and topography into design to minimise environmental effects;
- recognise the local context, heritage values and character of an area including cultural histories;
- have connected and efficient transport networks;
- are adequately serviced by utilising and/or upgrading existing infrastructure or with new infrastructure or additional infrastructure

UFD-O8 The Airport, major facilities and large-scale industrial activities are able to operate efficiently and effectively and the contribution they make to the economic wellbeing and prosperity of the District is recognised.

The Mana Whenua Chapter articulates mana whenua and Te Taiao values. The objectives, policies and matters of discretion for rules within the Open Space Zone chapters, integrate with the values identified in the Mana Whenua Chapter to ensure appropriate consideration of cultural values. In particular, all new buildings are subject to stream setbacks to minimise adverse effects on water quality and health, the Section 32 – Rivers and their Margins Evaluation report assesses the stream setback provisions in relation to the Mana Whenua Chapter and the purpose of the Act.

The PDP provisions are aligned with the Strategic Direction. They recognise the importance of creating urban environments which are safe and well-designed spaces for the community to live, work and play in. The Open Space zones specifically recognise the local context of the district such as the Showgrounds site and the Multi-sports zone. The precincts are further consistent with UFD-08 as they are major facilities in the district.

7.2 Zone Structure

The open space areas are made up of two zones, the Natural Open Space Zone and the Sport and Active Recreation Zone.

The purpose of the Natural Open Space zone is to ensure the natural environment is retained, and activities, buildings and other structures are compatible with the characteristics of the zone. It is applied to land that is managed by the Council or the Department of Conservation for a conservation purpose, which is characterised by areas of indigenous vegetation and a high degree of naturalness. The Natural Open Space zone will comprise both Dolamore Park and Croydon Bush.

The purpose of the Sport and Active Recreation Zone is to provide open space areas for a range of sport and recreation activities, including organised sport and recreation for local, district-wide and regional communities. These spaces are areas where people can also enjoy informal exercise and leisure activities.

The Sport and active recreation zone contains two precincts:

Showground Precinct

The Showground precinct consists of the Gore A&P Association land to the north, Council Recreation Reserve to the south and the Council owned vacant former hospital grounds to the southeast. Within this area are significant agricultural showground activities, including animal housing and yards, an all-weather equestrian ring and agricultural related displays and competitions. Facilities are also provided for campervans and camping, together with sports fields and facilities used for rugby and softball. When grassed areas are not in use they are grazed by stock. The Gore A&P Association has been running A&P Shows since 1882 and they are amongst the larger A&P shows in New Zealand. The Association operates under the auspices of the Agricultural and Pastoral Societies Act 1908 and management of land within the Precinct is by way of a joint committee comprising of the Gore A&P Association and the Council.

The purpose of the Precinct is to provide for the existing level of activity, as well as enabling further opportunities, providing adverse effects, such as building bulk at zone boundaries, noise, lighting/floodlighting, and traffic, can be appropriately mitigated.

Multi-sports Zone

The Multi Sports Precinct consists of Wayland Park, Newman Park, and land to the south of Wayland Park. Both parks are recreation reserves. Wayland Park contains the Gore Multi Sports Complex, including the Maitua Licensing Trust (MLT) Events Centre, and is the focus for recreation facility provision in Gore. Land to the south of Wayland park is gazetted for exchange of reserve land and is proposed for sports fields with car parking. The precinct is surrounded by residential activity.

The purpose of the Precinct is to provide for the existing level of activity, as well as enabling further opportunities, providing adverse effects, such as building bulk at zone boundaries, noise, lighting/floodlighting, and traffic, can be appropriately mitigated.

7.3 Objectives, Policies, Rules and Standards

Natural Open Space Zone

Objectives
There are three general objectives for the NOSZ. The objectives seek to ensure natural character, biodiversity, amenity values and Ngāi Tahu cultural values are retained. This is achieved by ensuring that undeveloped open areas and expanses of land containing minimal buildings are the predominant characteristic of the NOSZ. The availability of the NOSZ areas for public use and enjoyment for leisure and cultural activities is provided for whilst ensuring the purpose and predominant character and amenity is not compromised by incompatible activities and/or built form.
Policies
There are five general policies which provide specific direction on the purpose of the zone, the types of activities which should be enabled, managed or avoided and the anticipated level of amenity within the zone.
Rules
The following activities are permitted: • Community Facility • Sport and Recreation Activity • Conservation Activity • Park Management Activity • Agricultural, horticultural and pastoral activities • Visitor Accommodation Activity in temporary structures • Rural commercial recreation activity undertaken outdoors in groups of 12 • Commercial activity limited to a restaurant, café or mobile food offering, ancillary to a permitted activity • Residential activity for a caretaker or park manager • Land use activities where permitted by a Reserve Management Plan The following activities require a Restricted Discretionary consent: • The construction of all buildings • The establishment of an education facility and associated buildings

All other activities are Non-Complying
Standards
The standards manage bulk and location controls, such as maximum building height (6m), building coverage (2.5%), setbacks to side and rear boundaries (25m), road boundary setbacks (10m) and stream setbacks (5m - 20m).

Sport and Active Recreation Zone

Objectives
There are three general objectives and a further two objectives (one each) for the precincts. The objectives seek to ensure the character and qualities of the Sport and Active Recreation Zone are maintained, and where possible enhanced. The areas are encouraged to be safe and accessible for all users, contribute to the community's health and wellbeing, remain large and open but recognise buildings, car parking and lighting are part of the activities permitted. The character and qualities of the Sport and Active Recreation to maintain, and where possible enhanced further include cultural and historic values. The availability of the SARZ for public use and enjoyment for leisure and cultural activities is provided for whilst ensuring the purpose, predominant character and amenity is not compromised by incompatible activities and/or built form. Each precinct has a specific objective to direct land uses and amenity values within the precinct.
Policies
There are six general policies and a further six policies dedicated to the two precincts. The policies provide more specific direction on the purpose of the zone, the types of activities which should be enabled, managed or avoided and the anticipated level of amenity within the zone. Each precinct has three policies to direct land uses and amenity values within the precinct.
Rules
The following activities are permitted: • Sport and Recreation Activity • Conservation Activity • Community Facility • Park Management Activity • Commercial activity subject to standards • Agricultural, horticultural and pastoral activities (Precinct 6 Showground only) • Visitor Accommodation Activity in temporary structures (Precinct 6 Showground only) • Residential activity for a caretaker or park manager (Precinct 5 – Multi-sports and Precinct 6- Showground only) All other activities are Non-Complying

Standards
The standards provide bulk and location controls, including: • maximum building height: SARZ and Showground Precinct 8m; Multisport Precinct 10m. • daylight admission controls: measured 2.6m vertical height from boundary. • building coverage: SARZ 2%; Showground Precinct 7%; Multisport Precinct 10% • setbacks to side and rear boundaries (10m if adjoining a residential or 5m for other zones). • road boundary setbacks (4.5m). • stream setbacks (5m to 20m). • screening - parking areas adjacent to zone boundaries other than road boundaries must be fully screened by a solid fence or dense landscaping such as hedgerow of at least 1.4m high.
Precincts
The National Planning Standards provide for the use of specific spatial planning tools, including the use of precincts. These are described as areas which are spatially identified and managed with additional place based provisions which modify or refine aspects of the policy approach or outcomes anticipated in the underlying zone. Multi-sport Precinct Enable increased building coverage, height and commercial activity in the Multi-sports Precinct. Showground Precinct Enable low impact rural activity, visitor accommodation and commercial activity in the Showground Precinct.

7.4 Definitions

Key definitions which are particularly relevant to the zone / chapter are:

Sport and recreation activity: Means the use of land, waterbodies and/or buildings for the purpose of active or passive enjoyment of organised sports (excluding motorsport), tournaments and sports education, whether competitive or non-competitive; and the use of land, waterbodies and/or buildings for the purpose of recreation or leisure.

Conservation activities: Means the use of land for the management, maintenance and enhancement of ecological values for indigenous vegetation and fauna and their habitats. It includes:

- (a) both western Science or mātauranga Māori;
 - (b) weed and pest control;
 - (c) fencing; and
- restoration planting.

Park management activity: Means the day-to-day management, operation and maintenance of parks and reserves. It includes:

- (a) Repair, maintenance and development of facilities, structures and buildings.
- (b) Planting, removal, trimming and maintenance of turf, trees (except Notable Trees) and other non-indigenous vegetation and associated earthworks;
- (c) Animal and pest control operations; and
- (d) Repair, maintenance and development of walkways, cycleways, or vehicle tracks and associated earthworks.

Agricultural, horticultural and pastoral activities: Means the use of land and / or buildings which are used for producing livestock, crops and other agricultural produce that is reliant on the soil resource of the land and includes storage of equipment and machinery associated with the activity but excludes any processing, quarrying or direct sales.

Rural Commercial Recreation Activity: Means a commercial activity relating to the guiding, training, instructing, transportation or provision of equipment to clients for recreational purposes including the use of any building or land associated with the activity.

Community facility: Has the same meaning as per the National Planning Standards - means *land* and *buildings* used by members of the community for recreational, sporting, cultural, safety, health, welfare, or worship purposes. It includes provision for any *ancillary activity* that assists with the operation of the *community facility*.

8. Evaluation of Objectives

This section of the report evaluates the proposed objectives as to whether they are the most appropriate to achieve the purpose of the Act.

Existing Objective	Appropriateness to achieve the purpose of the Act
Matter of National Importance: 2.2.3 – To protect the District’s Outstanding Natural Features and Landscapes. Land Use Activities Framework: 3.3(1) - Maintain and enhance the amenity values of the various localities within the District whilst respecting the different values and characteristics that exist within each area. 3.3(2) - Ensure that the effects of land use activities do not adversely affect the quality of the environment and are compatible with the characteristics and amenity values of each locality.	These objectives provide high level guidance to decision makers around the expectations for maintaining, enhancing and managing adverse effects on amenity values within the district and in this respect they are broadly consistent with RMA Section 5(2)(c) but are not considered to fully achieve the purpose of the Act due to the lack of specific clarity and direction. Relevance and Usefulness Due to the broad nature of these objectives they are of limited relevance and provide little guidance and direction. Therefore, they are of limited usefulness to decision makers or plan users. The objectives do not assist Council in undertaking its functions under s31. The objectives do not clearly address the relevant resource management issues which have already been identified in this report as they lack specificity. They do not provide a clear understanding of the character and amenity anticipated to be maintained in the large-scale open space areas as they are zoned either Rural or Residential. The existing objectives do not address the specific values of the differing open space environments and how to balance these values throughout the district. For example, ensuring that development within an open space environment is consistent with the primary purpose of that open space. The objectives do not achieve best practice as they do not provide for clear outcomes or sufficiently describe an end state given these generic objectives are applicable to all zones. Reasonableness The lack of clarity and direction in the objectives does not provide clear guidance on the appropriateness or otherwise of activities other than agricultural or residential locating within these areas. Such activities will require consent or variation to existing consents, this can amount to an unjustifiably high cost on the community. Achievability The provisions seek outcomes within the scope of Council’s responsibilities and can be realistically achieved through regulations at a district level. However, a more directive approach to manage the effects and provide for activities which are anticipated in these areas would enable people and communities to provide for their social, economic, and cultural well-being and for their health and safety.

Proposed Objective	Appropriateness to achieve the purpose of the Act
Natural Open Space Zone NOSZ-O1 Natural character, biodiversity and amenity values and Ngāi Tahu cultural values are retained. Undeveloped open areas and expanses of land containing minimal buildings are the predominant characteristic of the Natural Open Space Zone. NOSZ-O2 Natural open space areas are available to the public to use and enjoy for leisure and cultural activities. NOSZ-O3 The purpose and predominant character and amenity of the Natural Open Space Zone is not compromised by incompatible activities and/or built form.	The objectives are considered the most appropriate way to achieve the purpose of the Act:: - Section 5(2) – The objectives provide for sustainable management to enable people and the community to provide for their social, economic and cultural well-being. - Section 6(b) – The objectives recognise the natural character, biodiversity and amenity values of the NOSZ and provide additional protection of the areas of Outstanding Natural Landscapes (ONL) from inappropriate subdivision, use and development. It is noted the area within the ONL will be afforded protection by the Natural Features and Landscape Chapter. - Section 6(e) – The objectives recognise the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga. - Section 7(b) – The objectives ensure that land is used efficiently and appropriately. - Section 7(c) – The objectives ensure character and amenity of the zones are recognised such that values can be maintained and enhanced. - Section 7(f) – The objectives will ensure that the quality of the environment is maintained and enhanced. Relevance The objectives address resource management issues 1 and 2. They outline the characteristics of the NOSZ and support the anticipated activities within the zone, such as a place for public use and enjoyment for leisure and cultural activities.

	The objectives deliver a range of open space options to the community for their leisure and recreational needs, the protection of those open space functions from other alternative land uses establishing in the zone and the imperative that open space areas are accessible and connected. The objectives assist with achieving the Strategic Direction Objectives by recognising the local context, heritage values and character of the area. The objectives provide clearer direction as to the anticipated outcome of development in this area and therefore assist Council to undertake its functions under s31, particularly achieving integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district. Usefulness: The objectives guide the decision maker to consider the context and values of the sites a to determine the appropriateness of the land use activity or built form. The objectives mee best practice by providing clear expectation of the resultant characteristic of the zone. Reasonableness: The objectives will prevent risk and uncertainty within the zone as they represent the existing land uses on site and enable some further development. Activities anticipated in the zone will not require a consent and therefore costs to the community will be minimised. However, the requirement to obtain consent for new building may increase costs to the community, nonetheless it is considered reasonable given the natural character, biodiversity and Ngāi Tahu cultural values within the zone that must be protected. Achievability: The objectives seek outcomes within the scope of Council’s responsibilities and can be realistically achieved through regulations at a district level.
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Proposed Objective	Appropriateness to achieve the purpose of the Act
Sport and Active Recreation Zone SARZ-O1 Sport and active recreation open space areas are predominantly used by the public for, and characterised by, leisure, sport and recreation, community and cultural activities. SARZ-O2 The character and qualities of the Sport and active recreation zone are maintained, and where possible enhanced, and include areas: 1. that are safe and accessible for all users; and 2. that contribute to the community’s health and wellbeing needs; and 3. that are large and open, located alongside buildings, car parking and lighting that support local, regional, national and international sports and commercial events; and 4. with cultural and historic values. SARZ-O3 The purpose, character and amenity of the Sport and Active Recreation Open Space Zone is not compromised by incompatible activities and/or built form.	The objectives are considered the most appropriate way to achieve the purpose of the Act: • Section 5(2) – The objectives provide for sustainable management to enable people and the community to provide for their social, economic and cultural well-being. • Section 6(e) – The objectives recognise the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga. • Section 7(b) – The objectives ensure that land is used efficiently and appropriately. • Section 7(c) – The objectives ensure character and amenity of the zones are recognised such that values can be maintained and enhanced. • Section 7(f) – The objectives will ensure that the quality of the environment is maintained and enhanced. Relevance The objectives address resource management issues 1 and 2. They outline the anticipated use of the SARZ zone and the character and qualities sought for the zone. The objectives deliver a range of open space options to the community for their leisure and recreational needs, the protection of those open space functions from other alternative land uses establishing in the zone and the imperative that open space areas are accessible and connected. The objectives assist with achieving the Strategic Direction Objectives by recognising the local context and character of the area and the major facilities both the multi-sports centre and the A&P Showgrounds offer for the district. The objectives provide clearer direction as to the anticipated outcome of development in this area and therefore assist Council to undertake its functions under s31, particularly achieving integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district. The objectives give effect to higher order documents, specifically the NPS-UD by providing for a well-functioning urban environment which meets the needs of people and the community now and in the future. Usefulness: The objectives are clear and concise, stating the anticipated outcome of activity and built form in the SARZ sone. This will guide decision makers and aid in consistency. Reasonableness: The objectives will prevent risk and uncertainty within the zone as they represent the existing land uses on site and enable some further development. Activities anticipated in the zone will not require a consent and therefore costs to the community will be minimised.

	<i>Achievability:</i> The objectives takes account of community feedback received and provide for appropriate social, cultural and economic outcomes to meet the identified needs of the community. The provisions seek outcomes within the scope of Council’s responsibilities and can be realistically achieved through regulations at a district level.
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Summary Overall, the proposed objectives provide greater clarity and certainty for Plan users and decision makers whilst also achieving the purpose of the Act in a reasonable, useful, relevant and achievable manner. The objectives will allow Council to fulfil their obligations under s31 of the Act, are consistent with identified mana whenua outcomes and align with relevant strategic direction. The proposed objectives are the preferred option to address the key resource management issues identified in sections 2 and 4 of this report.

9. Evaluation of Options to Achieve the Objectives

9.1 Evaluation

Section 32(1)(b) requires an evaluation of whether the provisions are the most appropriate way to achieve the objectives by identifying other reasonably practicable options, assessing the efficiency and effectiveness of the provisions in achieving the objectives, and summarising the reasons for deciding on the provisions.

The assessment must identify and assess the benefits and costs of environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment. The assessment must if practicable quantify the benefits and costs and assess the risk of acting or not acting if there is uncertain or insufficient information available about the subject matter.

For each potential approach an evaluation has been undertaken relating to the costs, benefits and the certainty and sufficiency of information (as informed by section 4 of this report) in order to determine the effectiveness and efficiency of the approach, and whether it is the most appropriate way to achieve the relevant objective(s).

Section 32(2)(b) requires that if practicable the benefits and costs of a proposal are quantified. Based on the scale and significance of the proposed changes, specifically the degree of change from the ODP, level of policy risk and scale of effects, it is considered that quantifying costs and benefits is unnecessary. Therefore, exact quantification of the benefits and costs identified in this report was not considered necessary, beneficial or practicable. Rather, the table below generally identifies where there may be additional cost(s) and benefit(s).

For the purpose of this evaluation, the Council has considered the following potential options:

- Option A - The proposed provisions
- Option B - The 'status quo' provisions.

Option A – Proposed Provisions – Sport and Active Recreation Zone	
Objective –	
SARZ-O1.	Sport and active recreation open space areas are predominantly used by the public for, and characterised by, leisure, sport and recreation, community and cultural activities.
SARZ-O2.	The character and qualities of the Sport and Active Recreation zone are maintained, and where possible enhanced, and include areas: 1. that are safe and accessible for all users; and 2. that contribute to the community's health and wellbeing needs; and 3. that are large and open, located alongside buildings, car parking and lighting that support local, regional, national and international sports and commercial events; and 4. with cultural and historic values.
SARZ-O3.	The purpose, character and amenity of the Sport and Active Recreation Open Space Zone is not compromised by incompatible activities and/or built form.
Policies	
SARZ-P1.	Allow activities that are compatible with the purpose, character of the Sport and Active Recreation Open Space Zone while ensuring their design, scale and intensity is appropriate.
SARZ-P2.	Enable activities and facilities that: 1. are consistent with the intended purpose, character and qualities of the Open space zone; and 2. contribute to the overall health and wellbeing of the community, including the cultural wellbeing of Māori communities; and 3. minimise adverse effects on the character and amenity values of the surrounding area.
Rules SARZ-R1 to R4 enable sport and active recreation activities; conservation activities; community facilities and park management activities provided buildings comply with standards and hours of operation are between 7am and 10pm.	
SARZ-P3.	Enable commercial activities that are ancillary to and support the ongoing operation of permitted activities within the zone but do not: 1. undermine the purpose, character and qualities of the zone; and 2. generate significant adverse effects on adjoining sites and 3. undermine the purpose of the District's commercial zones.

Rules SARZ-R5 enables commercial activities where they are ancillary to a permitted activity, contained within a permitted building, are limited to 100m² and operate between 7am and 10pm. The multi-sports precincts may be up to 250m² provided they are 25m from the boundary and operate between 7am and 10pm to protect the amenity of neighbouring residential areas.

SARZ-P4. Retain an open space character within the site by managing the level of development and activities, so that they are generally compatible with the amenity of the surrounding area, having regard to:

1. whether the bulk, height, scale and form of any buildings and structures is compatible with open space areas while providing for the functional requirements of sport and recreation activities;
2. the extent to which adverse daylighting, shading, dominance and/or enclosure effects on adjacent residential sites and on streetscape amenity at the zone interface can be mitigated through adequate separation and/or setback distances;
3. appropriate setbacks to waterways to maintain and enhance their water quality, amenity values and natural character.
4. the integration of new buildings and structures with existing built form, including walkways, cycleways and pedestrian access points;
5. Ngāi Tahu cultural values, including those listed in MW2.3; and
6. whether buildings maximise opportunities for multifunctional use by sport and recreation activities.

Standards are proposed relating to height, recession planes, setback from internal boundaries, road boundaries and streams, building coverage and car park screening.

SARZ-P5. Require effects generated by activities to be of a type, scale and level that are appropriate in the Sport and Active Recreation Zone and to maintain the character and amenity of the zone by:

1. managing the hours of operation to minimise the impact on adjacent living activities;
2. managing traffic and parking effects on or in the vicinity of the site, particularly through periods of peak demand;
3. providing sufficient infrastructure and services to meet the activity's needs;
4. ensuring the size, design and type of signage is compatible with the character and amenity of the open space area that the signage is located in; and
5. minimising hard surfacing and, where possible, retaining or providing visually prominent trees, bush and/or landscaping.

Standards are proposed relating to height, recession planes, setback from internal boundaries, road boundaries and streams, building coverage and car park screening.

SARZ-P6. Avoid activities that are incompatible with the purpose and character of the Sport and Active Recreation Zone and/or activities that will result in:

1. reverse sensitivity effects and/or conflict with permitted activities in the Open Space Zone;
2. adverse effects, which cannot be appropriately avoided, remedied or mitigated, on:
 - a) the character and amenity of the open space area the activity is proposing to locate in; or
 - b) cultural, spiritual and/or historic values and interests or associations of importance to tangata whenua.

Precinct 5 – Multisport

SARZ-PREC5-O1 The multi-sports precinct contains a higher level of built form and provides for larger scale sport and recreation activities, and ancillary commercial activities.

SARZ-PREC5-P1 Recognise that activities within the Multi-Sports Precinct may create large volumes of traffic and noise.

SARZ-PREC5-P2 Enable large-scale buildings along with car parking, lighting and signage in the Multi-Sports Precinct where these are compatible with the character of the zone and avoid significant adverse effects on amenity values in the surrounding area.

SARZ-PREC5-P3 Only allow residential activity for the purpose of housing a caretaker or manager of activities and the grounds, within the Multi-Sports Precinct.

Rules SARZ-R5 enables commercial activities where they are ancillary to a permitted activity, contained within a permitted building, limited to 250m² and operate between 7am and 10pm to protect the amenity of neighbouring residential areas.

Standards: Higher building height and greater building coverage is permitted in the Multi-sport zone.

Precinct 6 – Showground

SARZ-PREC6-O1 The Showgrounds precinct enables a variety of activities in support of temporary events, agriculture, sport and recreation

SARZ-PREC6-P1 Enable agricultural, horticultural and pastoral activities within the Showground Precinct where these are compatible with the character and qualities of the zone and surrounding area.

SARZ-PREC6-P2 Enable camping grounds or caravan parks within the Showground Precinct where these are compatible with the character of the zone and avoid significant adverse effects on ecological or amenity values in the surrounding area.

SARZ-PREC6-P3 Only allow residential activity for the purpose of housing a caretaker or manager of activities and grounds, within the within the Showground Precinct.

Rules All activities listed above and agricultural, horticultural and pastoral activities; and visitor Accommodation including Camping ground

Option A – Proposed Provisions – Natural Open Space Zone

Objectives

NOSZ-01 Natural character, biodiversity and amenity values and Ngāi Tahu cultural values are retained. Undeveloped open areas and expanses of land containing minimal buildings are the predominant characteristic of the Natural Open Space Zone.

NOSZ-02 Natural open space areas are available to the public to use and enjoy for leisure and cultural activities.

NOSZ-P1 Enable recreational, sporting and community activities, limited commercial activities and rural activities that are compatible with the character and amenity of the site and surroundings.

NOSZ-P4 Enable the use of reserve land where the activity and/or development is consistent with the relevant Reserve Management Plan.

NOSZ-03 The purpose and predominant character and amenity of the Natural Open Space Zone is not compromised by incompatible activities and/or built form.

NOSZ-P2 Manage the establishment of buildings and structures within natural open space zone to minimise adverse effects by:

1. ensuring the scale, design and materials of the building and/or structure are appropriate in the location;
2. integrating new buildings and structures with existing built form, including walkways, cycleways and pedestrian access points;
3. protecting rivers and streams from inappropriate built form;
4. limiting the prominence or visibility of built form, including by integrating it into the landscape and through the use of naturally occurring building platforms;
5. minimising adverse visual amenity and natural space character effects through appropriate design, use of sympathetic materials and landscaping; and
6. reinstating land subject to earthworks.

NOSZ-P3 Manage education activities that are potentially compatible with the role, function and predominant character of the Natural Open Space Zone, and ensure it is appropriate for such activities to establish in the Natural Open Space Zone, having regard to whether:

1. the purpose of the activity is compatible with activities that are permitted in the Natural Open Space Zone and will enhance natural open space values and social connection;
2. the activity will limit or constrain the establishment and operation of permitted, consented or otherwise lawfully established activities in the Open Space Zone or restrict public access to and use of open space;
3. the scale, design and layout of the activity and any associated built form is compatible with the character, Ngāi Tahu cultural values, and amenity of the natural open space area the activity is proposing to locate in;
4. any adverse effects on natural, indigenous biodiversity, ecological, landscape, cultural and/or historic heritage values, or Ngāi Tahu values can be appropriately avoided, remedied and/or mitigated;
5. any conflict with and/or adverse reverse sensitivity effects on adjacent sensitive activities can be appropriately avoided, remedied and/or mitigated; and
6. there is adequate existing and/or planned infrastructure to service the activity.

NOSZ-P5 Avoid activities that are incompatible with the character, qualities and purpose of the Natural Open Space Zone.

Permitted activities include:

- Community facilities between 7am and 10pm
- Sport and recreation activities, organised sports, tournaments or sports education are between 7am and 10pm.
- Conservation Activity
- Park Management Activity
- Agricultural, horticultural and pastoral activities
- Visitor Accommodation Activity
- Rural Commercial Recreation Activity undertaken on land, outdoors, between the hours of 7am and 10pm and does not involve more than 12 persons in any one group
- Commercial Activity limited to a restaurant, café or mobile food offering, ancillary to a permitted activity, between the hours of 7am and 10pm and the total gross floor area of any building does not exceed 250m²
- Residential activity, limited to a single residential unit within the zone, exclusively used by a caretaker or manager of activities on site or the grounds
- Use of Reserve Land where the activity complies with a reserve management plan

Restricted discretionary activities include:

- The construction of all buildings requires a resource consent as a restricted discretionary activity.
- Education Facilities and buildings associated with education facilities

All activities not listed are a non-complying activity.

Standards relate to height (6m), Setbacks from side and rear boundaries (25m), Setbacks from road boundaries (10m), setbacks from rivers (5m – 20m), building coverage (2.5%)	
Benefits	Costs
Environmental The provisions maintain and protect the value which is placed on the open space environment by the community. Clear direction in the policy framework of outcomes expected in respect of amenity and character of each Open Space Zone. Standards provide certainty in terms of the level of effects that can be generated. This also benefits neighbours in relation to unreasonable impacts. The location of parks and recreation opportunities within close proximity of all residential properties enables people easy access without the need for vehicular travel. The NOSZ provisions enable permanent conservation of valuable natural ecosystems. Opportunities are provided to protect, enhance and restore biodiversity through conservation activities and stream setback. Protection of waterway margins to protect ecological, cultural, historical, open space and public access values is provided through stream setback provisions.	Environmental Some open space activities, including buildings in the NOSZ, will have some degree of effect on the environment even though policy support is provided where they are managed through resource consent processes. Activity lists with rules/standards may potentially limit some activities and development, particularly if they are not anticipated in the open space environment.
Economic The availability of park and recreation facilities is an important quality-of-life factor for businesses choosing where to locate facilities and for individuals choosing a place to live. Parks and major facilities are a focus for GDC's tourism industry, which is a significant contributor to local and regional economies. Parks and recreation activities promote the district as an attractive place to live and visit. As a result, they generate financial revenue to the district.	Economic Initial uncertainty through change in the District Plan structure and policy framework for the Open Space zones, may result in higher compliance costs and associated time for a short period of time until familiarity is achieved.
Social Parks, recreation and facilities provide important social and community benefits: • they make urban neighbourhoods more liveable; • in areas of higher intensification housing they can compensate for smaller private outdoor living spaces; • they offer recreational opportunities for the whole community, including at-risk youth, under-privileged children and low-income families; and • they provide places in low-income neighbourhoods where people can feel a sense of community. The proposed SARZ are located in Gore, Mataura, Waikaka and Pukerau to benefit these communities. Parks, recreation and facilities provide the opportunity for social interaction – both at the local level and as venues for larger community events. Parks, recreation and facilities are used by local communities for recreational activities and as places to meet, gather and socialise.	Social There are no anticipated social costs associated with the proposed provisions.
Cultural Parks, recreation and facilities are a vital part of our cultural wellbeing. For Māori, the natural and spiritual worlds are closely intertwined. The health of landscapes, plants and animals is integral to cultural wellbeing and, in some areas, livelihood. Parks are 'cultural landscapes'. The provisions, particularly in the NOSZ protect these values.	Cultural There are no anticipated cultural costs associated with the proposed provisions.
Efficiency	
The proposed provisions are considered to be the most efficient means of achieving the objectives for the following reasons: • Clear direction means that users of the PDP will have upfront understanding of the provisions thus reducing the need for monitoring and compliance determination, which reduces further compliance costs.	

• The costs of the approach are outweighed by the benefits. • They provide a balance between management of adverse effects and enabling appropriate activities to occur. Overall, the policy and method approaches are efficient.
Effectiveness
The proposed provisions are considered to be the most effective means of achieving the objectives for the following reasons: • Streamlined, simplified rules/standards that are easier for plan users to interpret and apply. The reduction in ambiguity is expected to result in increased compliance and effective compliance monitoring. • They will be effective by clearly defining the purpose and uses provided for in the Open Space zones for decisions makers, investors and residents which enables appropriate assessment of environmental effects of the proposal. • They addresses current issues, in particular providing appropriate assessment criteria to enable a complete assessment of possible environmental effects.
Risk of acting or not acting
The risk of not acting is that the open space environment provisions will not align with the rest of the PDP to include activity status' and specific objectives and policies. Risk will be high in relation to inappropriate development and or activities and development not aligning with the values community place on these areas. Overall, it is considered that there is sufficient information to act.
Overall Evaluation
The costs of the approach are outweighed by the benefits. Overall, the policy and method approaches are efficient and effective at achieving the objectives.

Option B – Status Quo
Relevant Objectives: 3.3(1) - Maintain and enhance the amenity values of the various localities within the District whilst respecting the different values and characteristics that exist within each area. 3.3(2) - Ensure that the effects of land use activities do not adversely affect the quality of the environment and are compatible with the characteristics and amenity values of each locality. Policies which give effect to the objectives: <i>Policies</i> 3.4(1) Establish zones that reflect the characteristics and amenity values of the area. 3.4(2) Control the adverse effects of land use activities on the environment. Relevant Objectives for Hokonui Hills Significant Landscape: 2.2.3(1) To protect the District's outstanding natural features and landscapes. Policies which give effect to the objectives: 2.2.4(1) While recognising that the Hokonui Hills is a working rural landscape subject to ongoing change as a result of farming activities, protect the Hokonui Hills from development and use that results in adverse effects on landscape values. 2.2.4(2) Avoid the erection of structures that project beyond the ridgelines of the Hokonui Hills when observed from areas, sites or land other than that on which the structure is being built. 2.2.4(3) Avoid activities that could compromise the visual values or geological significance of the strike ridges of the Hokonui Hills. 2.2.4(4) Ensure that any domestication of the Hokonui Hills landscape that may be required is undertaken, as far as practical, in locations away from public view. 2.2.4(5) Liaise with Environment Southland on all RMA processes to ensure that the natural values of the Maitara River are protected.

2.2.4(6) Adopt non-regulatory methods to educate users of the Mataura River and adjoining land as to actions they can take to protect and enhance the values of the river.

Rules which specifically apply to the Open Space zones:

Use of reserve land: All land use activities in areas administered under the Reserves Act 1977 are permitted where they comply with a Management Plan that has been approved by the Minister under that Act.

Rural zoned sites:

Permitted activities are limited to: a) Agriculture; (b) Animal Boarding Activity; (c) Farm Quarry; (d) Essential Services; (e) Home Occupation; (f) Home Stay; (g) Land Development; (h) Residential Activity on: (i) a site equal to or exceeding 2 hectares in area; or (ii) a site of more than 2,000 square metres and less than 2 hectares in area existing, or approved for subdivision, prior to 27 March 2014. (i) Roadside Sales Activity; (j) Temporary Military Training; (k) Veterinary Clinic.

Additionally, within the ‘Hokonui Hills Significant Landscape’, the following is a discretionary activity: Farm quarry or quarrying activities, Commercial Forestry and Woodlots, Earthworks, building not for agricultural use and buildings resulting in glare.

Residential zoned sites:

a) Health Care Activity; (b) Home Occupation; (c) Home Stay; (d) Hospital Activity; (e) Land Development; (f) Residential Activity: (i) on site located within 30 metres of the Council’s reticulated sewerage system: (a) equal to or exceeding 400 square metres in area; or (b) of less than 400 square metres in area existing, or approved for subdivision, prior to 27 March 2014 (ii) on a site located more than 30 metres from the Council’s reticulated sewerage system that has an area of at least 2,000 square metres. (g) Residential Care Activity limited to a maximum of 6 persons

Standards relating to noise, light spill and signage; built form standards relating to height, coverage, setbacks

Benefits	Costs
Environmental There is a broad framework which provides consideration of amenity values and takes account of the anticipated character of an area. The Hokonui Hills have additional protection as a matter of national importance.	Environmental The rules are out of date for the existing land uses on site, i.e. the multi-sports zoning remaining in the residential zone. Objectives and policies are high level and provide little guidance for plan users and decision makers. A potential for a loss of value within the open space environment with ongoing potential for inappropriate built form and activities.
Economic The multi-sports centre operating under its existing consent provides employment opportunities for the district. The showgrounds site can provide for agricultural based events which support the local economy given that agriculture has a significant role in the local and regional economy. The showgrounds site provides for camping opportunities to encourage tourism to the district. Potential for lower regulatory costs to the customer due to absence of effects standards, such as less restrictive controls in relation to zone boundary setbacks and screening controls.	Economic Non-specific policy direction may lead to uncertainty for plan users and decision makers resulting in inconsistency and higher consenting costs. Other types of events (not listed in the ODP) at the showgrounds site will require consent at a cost to event organisers. Changes or extensions to the multi-sports site require resource consent.
Social Retain familiarity with the existing rules. There is certainty in the knowledge that the multi-sports site can operate under its existing consent. The showground site can accommodate agricultural based events.	Social Opportunities may be missed for other types of events at the showgrounds site as consents are required.
Cultural There are no known cultural benefits associated with the current provisions.	Cultural The setback provisions for buildings in proximity to rivers are outdated and limited The values held by mana whenua are not provided for.
Efficiency	
While the status quo would provide some environmental, economic and social benefits, the objectives and policy provisions are considered too broad and not zone specific enough to provide direction in terms of anticipated outcomes, amenity and appropriate built form.	

Effectiveness
There are identified gaps with the status quo, the provisions are not entirely efficient because the broad discretionary approach does not provide sufficient certainty to plan users or decision makers. The ODP review process has identified refinements that will better deliver on the resource management issues and increase the effectiveness through streamlining and focused effects standards.
Risk of acting or not acting
The current district plan was notified in 1998 and made operative in 2006 As a district plan is required to be reviewed every 10 years, this is overdue. The plan was developed prior to the Southland Regional Policy Statement, the NPS-UD, and the National Planning Standards. As such has not given effect to these higher order documents as required. In terms of addressing resource management issues, the current District Plan zoning for the sites does not reflect the activities occurring on the ground. The structure of the plan and lack of clear policy direction can lead to poor outcomes when rules are breached as the objectives and policies are not prescriptive on how to assess the non-compliance. The current planning framework could be enhanced to reflect best practice. In relation to usefulness the existing plan provides some direction, but it is very broad and generic. There are no zone specific objectives and policies. It is considered that the risk of acting on these provisions outweighs the risk of not acting.

9.2 Summary of Preferred Options

Summary
Overall, the preferred option is the PDP provisions which: • Give effect to higher order documents and achieve the purpose of the Act. • Address the identified resource management issues by recognising open space areas to provide for the social and economic wellbeing of the community, enabling a range of compatible activities within the zones whilst ensuring amenity values and the quality of the environment is maintained. • Provide greater direction and certainty for plan users and decision makers.